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Recipients of covered services among Medicaid enrollees: Michigan and New York, 1981

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Overview

This report examines the percent of Medicaid enrollees who were recipients of at least one covered service during the year 1981. Data are presented for New York and Michigan. Most other studies of the Medicaid program have had to rely on recipient counts only. Very little has been known about how many of the potential Medicaid enrollees actually receive services. Without counts of total enrollees, meaningful expenditure and utilization rates cannot be calculated. The results show that about four out of five Medicaid enrollees actually received services during 1981, but that this proportion varies considerably depending upon the group under consideration. Hence, recipient use data comparisons can be misleading concerning the relative use levels of the various Medicaid enrollee populations.

Other studies that have compared New York and Michigan have found that both States had relatively generous programs in 1981. However, New York covered more optional groups, eight compared with three in Michigan and slightly more additional services, 30 compared with 25 for Michigan (Clinkscale, McCue, Weinberger, et.al., 1982). In addition, both New York and Michigan had large Medicaid populations in proportion to their total population. However, the actual composition of the Medicaid populations varied between the two States. New York had a higher percentage of aged enrollees while Michigan enrolled a higher proportion of persons between 6 and 45 years of age.

This report is the first in a series of reports on Medicaid enrollment, utilization, and expenditures from the Tape-to-Tape data base. The Tape-to-Tape data base is a data collection effort by the Health Care Financing Administration that contains enrollment, claims, and provider data extracted from a number of States Medicaid

Management Information Systems (MMIS). These data were recoded into uniform formats across States. This report focuses on 1981 comparative data for New York and Michigan. It examines recipient rates by institutional status, maintenance assistance status, age, and sex. This report presents, for the first time, enrollment data from the MMIS compared with recipient data by various demographic factors and eligibility categories for persons who are not institutionalized or a member of a Health Maintenance Organization (HMO). The analysis (except for Table 1) excludes the institutionalized and HMO populations. By definition, all persons enrolled in an institution are considered to be recipients of Medicaid services. In addition, utilization data for HMO enrollees are not available from this data base.

Findings

Enrollment status

Table 1 presents the total number of Medicaid persons ever enrolled in 1981 by institutional status for New York and Michigan. As shown, there were fewer persons enrolled in HMO's in New York (1.7 percent) than in Michigan (6.5 percent) as a proportion of total Medicaid enrollees. New York also had a slightly higher percent of Medicaid enrollees residing in long-term care institutions

Table 1
Number of Medicaid persons ever enrolled,
by enrollment status: Michigan
and New York, 1981

Enrollment status	Michigan	Percent of total	New York	Percent of total
Total Medicaid ever enrolled	1,240,752	100.0	2,082,971	100.0
HMO ¹	75,989	6.5	35,015	1.7
Institutionalized	51,028	4.4	97,093	4.7
Noninstitutionalized/ Non-HMO ¹	1,113,735	95.6	1,950,863	95.3
Recipients	882,458	75.8	1,510,901	73.8
Nonrecipients	231,277	19.8	439,962	21.5

¹ HMO—Health maintenance organization.

than did Michigan (4.7 percent and 4.4 percent, respectively). Thus, the noninstitutionalized/non-HMO population as a proportion of total enrollees was slightly lower in New York than in Michigan (95.3 percent and 95.6 percent, respectively). Recipients as a percent of noninstitutionalized/non-HMO enrollee were slightly higher in Michigan than in New York (79.2 percent and 77.4 percent, respectively).

Maintenance assistance status

Table 2 shows total enrollees and total recipients as well as recipient rates in both States, by maintenance assistance status and eligibility group. As noted, the overall recipient rate was slightly higher in Michigan than in New York for all aid categories combined. However, recipient rates for the categorically needy receiving cash assistance were 81.1 percent for New York compared with 79.7 percent for Michigan. The categorically needy not receiving cash assistance and medically needy group recipient rates were lower in New York (52.2 percent and 64.7 percent, respectively) than in Michigan (69.7 percent and 78.2 percent, respectively). In 1981, the New York MMIS was not fully implemented in all areas of the State. Some counties were reported for only a portion of the year. In those counties, recipient rates may be artificially low because total claims for the year were not available. Lower recipient rates for medically needy and categorically needy not receiving cash groups may be lower because entire families receiving aid to families with dependent children (AFDC) are enrolled in Medicaid when only one family member is in need of medical care.

Important recipient rate differences were also observed for specific eligibility groups. Among the medically needy in both States and noncash in Michigan, the aged, blind, and disabled groups had higher recipient rates than either AFDC adults or children. In Michigan, rates ranged from a low of 64.0 percent for medically needy AFDC children to a high of 90.4 percent for disabled medically needy enrollees. In New York, the highest rate was 83.6 percent for AFDC adults receiving cash while the lowest rate was 52.2 percent for categorically needy enrollees who did not receive cash.

Sex distribution

Table 3 presents recipient rates by sex for both States. As shown, recipient rates for both sexes combined were higher in Michigan for major enrollment categories except

for the AFDC children category. In both States, female recipient rates were higher than male recipient rates in all categories. Overall, recipient rates for females were 9.1 percent higher than male rates in Michigan and 7.5 percent higher than male rates in New York. The highest female recipient rate appeared in the disabled group for Michigan (91.3 percent) and in the AFDC adult group for New York (85.1 percent). The highest male recipient rates were found in the disabled group for Michigan (83.7 percent) and in the AFDC children group for New York (77.5 percent). In both States, the greater disparity in rates between males and females occurred for AFDC adults. Differences by sex were fairly consistent across all categories in these States.

Age distribution

Recipient rates did not vary greatly across age groups (Table 4). In Michigan, the range was only 12 percent, from a low of 75.0 percent in the 6-17 years of age group to a high of 87.4 percent in the 45-64 years of age group. In New York, the range was 11 percent, from a low of 70.0 percent in the 75-84 years of age group to 81.2 percent in the 45-64 years of age group. The slight drop in the recipient rates for the older age groups may seem unusual. Very likely it reflects to some extent the fact that institutionalized persons were excluded from the analysis. Because the rate of institutionalization rises with age, many of the aged who would otherwise be defined as recipients were excluded for this reason from the analysis.

Race and sex distribution for Michigan

Table 5 shows recipients, enrollees, and recipient rates in Michigan, by race and sex¹. Enrollees included in races other than white, accounted for 38 percent of total enrollees. Other races account for 15 percent of the State's population (U.S. Department of the Census, 1982). As shown, total recipient rates for other races were slightly higher than the total recipient rates for white people, 80.5 percent and 78.4 percent, respectively. This was true in all the major eligibility categories as well. Consistent with Table 3, recipient rates were higher for females than for males in both race categories.

¹ Race was not available for the New York Medicaid population.

Table 2
Medicaid enrollees, recipients, and recipients rates, by maintenance
assistance status and eligibility group:
New York and Michigan, 1981

Maintenance assistance status and eligibility group	Enrollees	Recipients	Recipient rates ¹
New York			
Total	1,950,863	1,510,901	77.4
CN-cash:			
Total	1,568,550	1,272,492	81.1
Aged	149,451	114,314	76.5
Blind	3,090	2,384	77.2
Disabled	216,852	173,300	80.0
AFDC child	826,699	671,141	81.2
AFDC adult	372,458	311,353	83.6
CN-N cash:			
Total	70,334	36,691	52.2
Aged	—	—	—
Blind	—	—	—
Disabled	—	—	—
AFDC child	—	—	—
Other	70,334	36,691	52.2
MN:			
Total	311,979	201,718	64.7
Aged	74,343	51,771	69.6
Blind	353	282	79.9
Disabled	38,221	51,771	74.6
AFDC child	94,221	55,322	58.7
AFDC adult	61,607	37,353	60.6
Other	43,234	28,463	65.8
Michigan			
Total	1,113,735	882,458	79.2
CN-cash:			
Total	998,567	795,912	79.7
Aged	32,672	27,666	84.7
Blind	1,693	1,395	82.4
Disabled	65,386	57,162	87.4
AFDC child	592,781	457,693	77.2
AFDC adult	306,035	251,996	82.3
CN-N cash:			
Total	41,544	28,946	69.7
Aged	2,222	1,959	88.2
Blind	38	34	89.5
Disabled	3,286	2,954	90.0
AFDC child	19,846	13,006	65.5
AFDC adult	16,152	10,993	68.1
Other	—	—	—
MN:			
Total	73,624	57,600	78.2
Aged	18,157	14,365	79.1
Blind	104	93	89.4
Disabled	22,822	20,624	90.4
AFDC child	12,075	7,732	64.0
AFDC adult	10,704	7,406	69.2
Other	9,762	7,380	75.6

¹ Percent of enrollees who received services.

NOTE: The following abbreviations apply:

CN-cash—categorically needy receiving cash assistance.

CN-N cash—categorically needy not receiving cash assistance.

MN—medically needy.

AFDC—Aid to families with dependent children.

Table 3
Percent of Medicaid enrollees who received services, by sex and basis of eligibility:
New York and Michigan, 1981

Basis of eligibility	Michigan			New York		
	Total	Male	Female	Total	Male	Female
Percent of enrollees						
Total	79.2	73.8	82.9	77.4	73.1	80.6
Aged	82.9	78.6	84.5	74.2	68.8	76.3
Blind	83.0	79.2	86.2	77.4	75.7	79.9
Disabled	88.2	83.7	91.3	79.1	73.9	83.2
AFDC child ¹	76.6	75.0	78.2	78.9	77.5	80.2
AFDC adult ¹	81.2	62.7	86.5	80.3	60.5	85.1

¹ AFDC—Aid to families with dependent children.

NOTE: Column and rows may not add to totals because of unknown sex and race.

Table 4
Percent of Medicaid enrollees who
received services, by age:
New York and Michigan, 1981

Age	New York	Michigan
Percent of enrollees		
Total	77.4	79.2
0-5 years	79.2	80.8
6-17 years	75.9	75.0
18-20 years	71.1	77.0
21-44 years	80.7	80.6
45-64 years	81.2	87.4
65-74 years	77.1	85.7
75-84 years	70.0	84.9
85 years or over	72.0	79.9

Table 5
Percent of Medicaid enrollees who received services, by race, sex,
and enrollment group: Michigan, 1981

Enrollment group	White			Other races		
	Total	Male	Female	Total	Male	Female
Percent of enrollees						
Total	78.4	73.4	82.1	80.5	74.6	84.2
Aged	82.7	78.5	84.2	83.4	78.7	84.9
Blind	82.2	78.2	86.0	84.3	81.1	86.6
Disabled	87.5	83.1	90.6	89.7	85.0	92.6
AFDC child ¹	76.6	75.3	77.9	76.5	74.6	78.5
AFDC adult ¹	78.5	62.2	84.6	86.6	64.7	89.7

¹ AFDC—Aid to families with dependent children.

Summary

Data comparing recipients to total Medicaid enrollees (for the noninstitutionalized population) have been presented in this report. Of the total enrollees, approximately 80 percent were recipients. The percent of Medicaid enrollees who received services in both States varied greatly by maintenance assistance status and eligibility groups. In general, recipient rates were somewhat higher for categorically needy cash enrollees.

Total enrollees and total recipients by maintenance assistance status were higher in New York than in Michigan. However, recipient rates within the noncash assistance, and medically needy categories were higher in Michigan (69.7 percent and 78.2 percent, respectively) than in New York (52.2 percent and 64.7 percent, respectively).

Recipient rates by age, sex, and race did not vary considerably between the States. Both States had the same percentage range between age groups. However, female rates were higher than male rates in both States. Recipient rates for females were 9.1 percent higher than males recipient rates in Michigan and 7.5 percent higher than male rates in New York. Recipient rates in the two States tended to be very similar.

This report is confined to examining differences in the number of persons who received at least one Medicaid covered service by maintenance assistance status, eligibility group and enrollee characteristics. These findings indicate that a substantial part (20 percent) of the Medicaid enrollee population does not receive any Medicaid covered services during a calendar year. In addition, there is considerable variation in recipient rates by maintenance assistance status and basis of eligibility. These findings also provide a new perspective on use of services by various groups in the Medicaid population.

References

- Clinkscale, R., McCue, S., Weinberger, E., et.al.: *Analysis of State Medicaid Program Characteristics, 1982*. Contract No. 500-81-0040-HCFA. Prepared by the Health Care Financing Administration. Rockville, Md. LaJolla Management Corporation, 1982.
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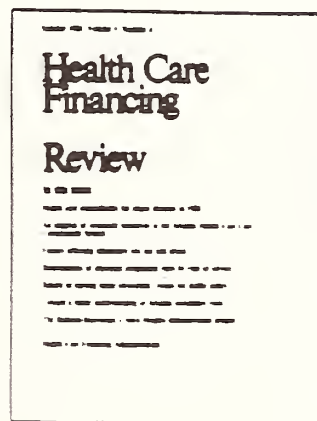
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